DOCUMENT RESUME

ED 244 393 EA 016 834

TITLE	State Superintendent's Task Force on Teaching and Teacher Education. Final Report. Bulletin No. 4250.
INSTITUTION	Wisconsin State Dept. of Public Instruction, Madison.
PUB DATE	Jan 84
NOTE	48p.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Educational Improvement; Educational Policy; Elementary Secondary Education; Merit Pay; *State Programs; State School District Relationship; *State Standards; *Statewide Planning; Teacher Certification; Teacher Education; *Teacher Employment; Teacher Persistence; Teacher Recruitment; Teacher Salaries; Teacher Supply and Demand; Teaching (Occupation)
IDENTIFIERS	Wisconsin Department of Public Instruction

ABSTRACT

This report, commissioned by Wisconsin's superintendent of public instruction, focuses on methods of attracting, preparing, and retaining competent and dedicated teachers in Wisconsin schools. Part I consists of recommendations to attract competent individuals to careers in teaching: informing the public about career opportunities in education and recruiting able high school students and others, improving the status of teachers, raising entry-level salaries, and providing low-interest loans for students in teacher education. Part II recommends improvements in the preparation and performance of teachers: closer cooperation between teachers' colleges and public schools, upgraded academic requirements, expanded field experience, standardized teacher testing, a 1-year probationary license and induction program for beginning teachers, stronger preparation for administrators, and state criteria for supervision and assessment. Among recommendations to retain competent teachers in part III are stronger state requirements for professional development, extended employment, a career ladder, and a $20,000 minimum salary for professional teachers. Part IV provides additional recommendations, including state-sponsored research into alternative methods, periodic review of certification requirements, and middle school level licensing. Part V investigates teacher supply and demand in Wisconsin, while part VI provides concluding comments on implementation. (TE)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

X Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

W. Erpenbach

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ED244393

FINAL REPORT
of the
STATE SUPERINTENDENT'S
TASK FORCE ON TEACHING AND TEACHER EDUCATION

January 1984

Wisconsin Department of Public Instruction

Herbert J. Grover, State Superintendent

EA 016 834

FINAL REPORT

STATE SUPERINTENDENT'S

TASK FORCE ON TEACHING AND TEACHER EDUCATION

January 1984

The Department of Public Instruction does not discriminate on the basis of race, sex, age, religion, handicap, or national origin.

Bulletin No. 4250

CONTENTS

Letter of Transmittal vii

List of Task Force Members and Staff ix

Introduction 1

I. Recommendations to Attract Competent Individuals to Careers in Teaching 2

A. That the department of public instruction develop and coordinate a campaign to better inform the public about education, emphasizing career opportunities in education. The campaign should include participation from education, business, service and other interested agencies and organizations.

B. That programs be developed for implementation by local school districts and by the state to improve the status of teachers so as to make teaching comparable to other professions in terms of scope of responsibilities, salary and benefit provisions, opportunity for continuing professional advancement, and support services.

C. That the department of public instruction take an active leadership role in the recruitment of able high school students and persons seeking a second career. Special efforts should be made to attract persons of diverse racial and ethnic heritage.

D. That entry level salaries of teachers be increased to make them comparable to other professions requiring similar levels of academic preparation.

E. That the state make available a low interest loan program to the best qualified students who wish to prepare for careers in teaching. Provision should be made for forgiveness of a portion of the loan for each year of employment as a teacher in Wisconsin.

II. Recommendations to Improve the Preparation and Performance of Teachers 7

A. That teacher preparation institutions establish better communication and closer cooperation with the public schools.

B. That colleges and universities in Wisconsin establish undergraduate grade point averages for admission to and retention in teacher preparation programs at levels that will ensure that only students with high academic promise and achievement enter and complete these programs.

C. That each teacher education institution require that applicants for admission to its preparation program(s) demonstrate mastery of basic skills by passing a standardized examination approved by the State Superintendent.

D. That the liberal education (arts, humanities and sciences) component of teacher preparation programs be strengthened and that the responsibility of the entire college or university for the preparation of teachers be reaffirmed.

E. That early and continuing field experience designed to acquaint potential teachers with the role of the teacher and the nature of teaching be required of all students enrolled in teacher preparation programs.

F. That all teacher preparation programs include at least one semester of full-time student teaching.

G. That the State Superintendent initiate a standardized test of knowledge of subject matter and knowledge of pedagogy as a condition for probationary licensure as a teacher in Wisconsin; that initially the data obtained be used to explore the relationship between performance on the test and the candidate's subsequent teaching performance; and that a candidate's performance on the test not be used as a basis for denying licensure until the validity of the test has been established.

H. That the State Superintendent issue a one-year license to all beginning teachers, persons beginning their first year of teaching in Wisconsin, and teachers formerly licensed in Wisconsin who do not hold a life license and who either have not taught or who have not had a performance assessment for five years or more.

I. That all first-year teachers participate in a one-year induction program under the auspices of the Department of Public Instruction and involving personnel from the local school district and an institution of higher education.

J. That programs for the preparation of school administrators be strengthened and that the skills of practicing school administrators be improved.

K. That the State Superintendent establish criteria and procedures for the regular supervision and assessment of performance of all licensed professional personnel.

BEST COPY AVAILABLE

III. Recommendations to Retain Competent Teachers 20

A. That the Department of Public Instruction exercise leadership in strengthening requirements for the continuing professional development of teachers.

B. That greater opportunities for an extended term of employment be made available to teachers.

C. That a career ladder be established for Wisconsin teachers consisting of four stages -- associate teacher, professional teacher, teacher specialist and career teacher -- and that appropriate standards be established for entry to each level. (See Figure 1.)

D. That the State of Wisconsin adopt a minimum salary of $20,000 for professional teachers to be reviewed at two-year intervals and adjusted as necessary to reflect economic trends and conditions.

E. That a statewide system of merit pay be established.

F. That school boards and administrators construct the school day so that other activities do not infringe upon classroom time or scheduled instruction and maintain conditions in the schools which facilitate effective teaching and learning.

G. That school boards, administrators, and teachers consider the specific demands and expectations associated with a subject or grade level when teacher workloads are established.

H. That school boards, administrators, and teachers work together to establish and maintain conditions in each school which utilize to the fullest the knowledge, skills, and abilities of all personnel to create an effective school.

I. That the Department of Public Instruction exercise leadership in investigating and adapting or developing existing and emerging technologies that hold promise of improving instructional programs, freeing teachers from non-instructional responsibilities, or enhancing the depth and breadth of educational opportunities available to students.

J. That provisions of the Wisconsin retirement system for teachers be improved so that they compare more favorably with the benefits provided in other states.

IV. Additional Recommendations to Improve Teaching and Teacher Education 32

A. That the Department of Public Instruction seek support for experimental and pilot programs to develop and test alternative ways of improving the quality of education.

B. That statutory requirements and administrative rules governing (1) the elementary and secondary school curriculum and (2) teacher certification and licensure be scrutinized regularly to ensure they are relevant, important, and clearly related to the knowledge and skills required of students and teachers.

C. That the State Superintendent define and establish appropriate requirements for teacher licenses at the middle/junior high school level.

D. That the Department of Public Instruction gather, maintain, and make available in timely fashion the data needed for sound policy decisions.

E. That parents recognize the important role they play in shaping the attitudes of their children and assume greater responsibility for the performance of their children and for the excellence of our schools.

V. Supply and Demand for Teachers in Wisconsin 37

VI. Concluding Comments 39

Appendices

Appendix A. Persons Presenting Information at the Request of the Task Force

Persons Presenting Testimony at Public Hearings

Appendix B. Demographic Characteristics of Wisconsin's Public School Teacher Supply and Demand

Appendix C. Survey of Opinions of Wisconsin Teachers and Principals Concerning Teachers and Teacher Education

Appendix D. Trends in Requirements for Admission to Teacher Certification Programs at Wisconsin's Public and Private Institutions of Higher Education, 1979-80 and 1982-83

Appendix E. Admission, Retention and Graduation Requirements of Wisconsin Teacher Training Institutions, November 1, 1983

Appendix F. Credit Distribution Requirements For Elementary and Secondary Education Majors at State-Supported and Privately Supported Wisconsin Colleges/Universities

Appendix G. Student Teaching and Field Experience Requirements of Selected Public and Private Wisconsin Teacher Training Institutions

Appendix H. The Charge to the Task Force on Teaching and Teacher Education

Appendix I. Survey of Wisconsin Association of School District Administrators, Quality of Teacher Education, Wisconsin

(Copies of these Appendices are available from the Department of Public Instruction, 125 South Webster Street, Madison, WI 53707.)

WISCONSIN ASSOCIATION OF
Manufacturers & Commerce
YOUR STATE CHAMBER OF COMMERCE and MANUFACTURERS ASSOCIATION

PAUL E HASSETT *President*
WM R WILBERG *VP/Operations*
WM R REDMOND *VP/Administration*
BONNIE L KREBSBACH *Corp. Secretary*

January 30, 1984

Dr. Herbert Grover
State Superintendent
Department of Public Instruction
125 South Webster
Madison, WI 53702

Dear Bert:

Enclosed is the Report by the Task Force on Teaching and Teacher Education, which you appointed over a year ago to determine how we can make the field of teaching sufficiently attractive to retain competent individuals in the profession. This report is focused on methods of attracting, preparing and retaining a solid cadre of dedicated, effective teachers in Wisconsin's schools during the remaining years of this century and into the next.

This report will provide everyone interested in education with a variety of ideas and programs that can be followed in the course of the next decade. There are programs here for local school boards, the state legislature, Department of Public Instruction, local social organizations, individual teachers and administrators and the general public. Preliminary press accounts of our recommendations have stressed the potential costs of some of them. Some of these programs will indeed cost money; however, many improvements in the educational field can be achieved with minimal additional cost.

The Task Force members deserve commendation for their committed work during the past 13 months. We are especially indebted to Professor Rossmiller for his direction and detailed summary of the thoughts that were expressed during the meetings, which were then developed and sent to the membership for further elaboration and discussion at subsequent meetings. I was tremendously impressed by his devotion and skill in directing this Task Force activity. He was ably assisted by John Scott and other staff personnel.

I believe it is the intention of each Task Force member to help wherever he or she can in furthering the communication, development and implementation of this report.

It has been a pleasure and a most interesting experience to serve as chairman of the Task Force. Thank you for the opportunity.

Sincerely,

Paul E Hassett

Paul E. Hassett, President

EXECUTIVE OFFICE 111 E Wisconsin Ave. (1600 Marine Plaza) Milwaukee 53202/414-271-9428
LEGISLATIVE OFFICE 30 W Mifflin St., #302, Madison 53703/608-255-2312

7

State Superintendent's Task Force On Teaching and Teacher Education

Chairman: **Paul E. Hassett,** President
Wisconsin Association of Manufacturers and Commerce

William Budris, Teacher
Victory Elementary School
Milwaukee, WI

Sargent Bush, Jr., Professor of English and Chair of English Department
University of Wisconsin-Madison

Ann Cattau, Teacher
Clayton Elementary School
Neenah, WI

Keith Collins, Associate Professor of Education
University of Wisconsin-Whitewater

Ken Cook, Sr., President
Ken Cook Company
Milwaukee, WI

Delmar E. DeLong, President
The DeLong Company
Clinton, WI

Nancy Dimberio, Principal
Downing Elementary School
Glenwood City, WI

Richard Feldhausen, Teacher
Southwest High School
Green Bay, WI

Rev. J. Thomas Finucan
Stevens Point, WI; former president of Viterbo College, LaCrosse

A. L. Fritschel, Dean
College of Professional Studies
University of Wisconsin-Stevens Point

Robert Kreuser, Past President
Wisconsin Association of School District Administrators
Muskego, WI

Richard Lange, Teacher
Superior Senior High School
Superior, WI

David O. Martin, Director
State Governmental Relations
Kimberly Clark Corporation
Neenah, WI

John H. McDonnell
Professor of Education
Beloit College

Norma S. Rees, Vice Chancellor
University of Wisconsin-Milwaukee

Kathryn Severance, School Board Member and Director, EDGE-COMP, Ltd.
La Crosse, WI

Jacqulyn Shropshire, Associate Director for Administration
Milwaukee Urban League
Milwaukee, WI

Palmer Sondreal, Sr., Publisher
Amery Free Press
Amery, WI

Donald F. Taylor, Vice President and Chairman of the Board
Merrill Manufacturing Corporation
Merrill, WI

John Wigman, District Administrator
Pulaski Community School District
Pulaski, WI

Staff:

Richard A. Rossmiller, Project Director
Professor and Chair, Department of Educational Administration, University of Wisconsin-Madison

John A. Scott, Associate Director
Education Specialist, Wisconsin Department of Public Instruction

INTRODUCTION

The charge issued by State Superintendent Grover directed the attention of the Task Force to the following six major questions:

- What can we expect Wisconsin's teacher supply and demand picture to look like over the years between now and the year 2000?
- What are the implications of emerging technology for the initial preparation and continuing professional development of teachers?
- What can we do to attract the most dedicated people with the finest minds to teaching and the education professions?
- How do we assure rigor and quality in teacher education?
- How can we best utilize our most effective and most skillful teachers?
- What can we do to make the field of teaching sufficiently attractive to retain competent individuals in the profession?

In the course of its work, the Task Force held 13 meetings (all of them open to the public); conducted public hearings in Brookfield and Wausau in March and April, 1983; heard testimony from many individuals and groups; read extensively about teaching and teacher education as well as the many reports on education that have appeared during the past year; conducted surveys of teachers, administrators, and teacher education institutions; and presented and discussed its preliminary recommendations at meetings throughout the state during October, November, and December, 1983.

During the course of its deliberations, the Task Force concluded that of all the elements which together comprise Wisconsin's educational system, none is more important than the classroom teacher. It will matter little what else we do, or how much money we spend on other elements of the educational system unless we have able, dedicated, effective teachers in Wisconsin's classrooms.

If our nation is at risk, as the National Commission on Excellence in Education concluded, it is because we have failed to pay enough attention to the important role education plays in shaping the social, economic, and political underpinnings of American life, and because we have not given sufficient recognition to the key role that teachers play in the educational process. Yet, we all know intuitively how important teachers really are in shaping the attitudes and aspirations of students. Nearly all of us can recall one or two teachers who profoundly influenced our own lives. Thus, most of the recommendations in this report address the task of attracting, preparing, and retaining a solid cadre of dedicated, effective teachers in Wisconsin's schools during the remaining years of this century and into the next.

I. RECOMMENDATIONS TO ATTRACT COMPETENT INDIVIDUALS TO CAREERS IN TEACHING

A. That the Department of Public Instruction develop and coordinate a campaign to better inform the public about education, emphasizing career opportunities in education. The campaign should include participation from education, business, service and other interested agencies and organizations.

Rationale:

A deep reservoir of interest in and support for education exists in most communities. Unfortunately, the efforts of diverse groups are not always well coordinated. The leadership of the Department of Public Instruction in the Year of the Elementary and Secondary Schools (YESS) program in 1983 provides an example of the type of campaign we envision. It is important that accurate information concerning the needs of education and career opportunities in education be assembled and provided to local school boards, administrators, and community groups for their use in local activities.

Recognition by local communities of the efforts of excellent teachers and administrators also is important. The State Superintendent's campaign to identify and acknowledge a "Teacher of the Year" and a "Principal of the Year" is an excellent beginning. Local communities could initiate similar programs to recognize and reward outstanding teachers and administrators. Such efforts could enlist the joint efforts of school boards, teacher organizations, community businesses, and service organizations in a common cause. While the Department of Public Instruction can provide leadership, information, and advice, the effectiveness of the campaign we recommend ultimately will be determined by educational, business, and other local leaders in Wisconsin's communities.

Guidelines:

1. The Department of Public Instruction should expand its efforts to provide information, advice, and assistance to school districts and community organizations interested in building better linkages and understandings.

2. Local school boards and administrators should make greater use of advisory councils, study groups, and ad hoc committees to establish partnerships between the schools and business, professional, social, and service organizations to assure that concerns and needs are communicated quickly, accurately, and clearly.

3. Cooperative Educational Service Agencies should coordinate public information activities within the region they serve and should provide consultation and assistance to local school districts.

B. **That programs be developed for implementation by local school districts and by the state to improve the status of teachers so as to make teaching comparable to other professions in terms of scope of responsibilities, salary and benefit provisions, opportunity for continuing professional advancement, and support services.**

Rationale:

The profession of teaching has never promised rich financial rewards. In years past people were attracted to teaching because it was viewed as socially important work and teachers were respected; the financial rewards, though not high, were competitive with many other professions; and job security was good for those whose work was satisfactory. Today, however, teachers believe they are not respected and that their work is not appreciated. Salaries are not competitive with those paid college graduates who enter other lines of work. Declining enrollment and the teacher lay-offs it has precipitated have led many teachers, especially those with limited experience, to fear for their jobs even if they have been unusually effective teachers. It takes an extraordinarily dedicated individual to choose to pursue a career in teaching under these circumstances.

There is abundant evidence that teachers are the most important single factor in the educational process. Good schools cannot exist without good teachers, and we are rapidly reaching a point where the most capable young men and women in our society are not opting for careers in teaching.

We believe it is crucial to the future well-being of our society that teaching be made a more attractive career choice. Our recommendations are designed to do exactly that! The recommendations which follow will, if adopted and implemented, create a wider range of career opportunities for teachers, provide incentives for continuing professional growth and development as a teacher, recognize and reward those who are unusually competent teachers, and make teaching a career worthy of consideration by a fair share of the most able men and women in our society.

C. **That the department of public instruction take an active leadership role in the recruitment of able high school students and persons seeking a second career. Special efforts should be made to attract persons of diverse racial and ethnic heritage.**

Rationale:

No occupation can seriously aspire to being considered a profession unless it can attract its fair share of able young people. Teaching at present is conspicuously deficient in this respect. There are serious shortages of teachers in technical fields where the rewards available in other lines of work make teaching an unattractive alternative. Furthermore, there is disturbing evidence that even in teaching fields that have traditionally been well supplied the quality of new entrants to teaching has fallen sharply in recent years, and that in all fields those dropping out of teaching include too many of our most able teachers. Such conditions simply cannot be allowed to continue if the quality of education provided in our public elementary and secondary schools is to improve.

Guidelines:

1. Teaching has always been and still is an important avenue of social advancement in our society. The Department of Public Instruction, in partnership with teacher preparation institutions, should take a leadership role in bringing to the attention of minority groups the opportunities available to them in teaching careers. The Department should work with other public and private agencies and institutions in a coordinated campaign to provide this information.

2. The Department of Public Instruction should exercise leadership in revitalizing and restructuring an organization similar to the Future Teachers of America (FTA) organization. Active FTA chapters were found in many Wisconsin high schools in years past but have virtually disappeared today. They should be reestablished and strengthened.

3. A career in teaching may have appeal to individuals who have been out of the work force for a period of time (for example, mothers who have devoted their attention to child rearing for several years), or to individuals seeking a second career (for example, men and women retiring from military service or individuals who have become disenchanted with their current jobs). The Department of Public Instruction should establish a clearinghouse which can provide such persons with information about the possibilities of a career in teaching.

D. **That entry level salaries of teachers be increased to make them comparable to other professions requiring similar levels of academic preparation.**

Rationale:

In recent years the salaries paid beginning teachers have failed to keep pace with the salaries paid college graduates in many other lines of work. The average annual salary of 1976-77 college graduates who entered teaching was $13,100 which, when adjusted for a 12-month

period of employment, equates to $16,300. By 1979-80, however, when adjusted for inflation the average annual salary of college graduates who entered teaching had declined to $11,200 which, when converted to a 12-month basis, was only $14,000. In other occupations, the comparable 12-month salaries for new college graduates of 1976-77 and 1979-80 were $17,800 and $16,400 for business; $22,400 and $22,900 for engineering; $16,800 and $15,400 in biological and physical services; $15,300 and $18,700 in fine arts; and $17,200 and $15,900 in social sciences and psychology, (The Condition of Education, 1983 Edition, Table 2.25).

Although salary is not the only factor that may attract people to consider a career in teaching, it is not unimportant. If the slide in comparison to other fields of work is permitted to continue, it will be increasingly difficult to attract competent individuals to the field. We will make more specific recommendations concerning teacher salaries later in this report (Recommendation III-D). We wish, however, to underline the importance of more competitive beginning salaries as a factor in persuading able men and women to consider a career in teaching.

E. **That the state make available a low interest loan program to the best qualified students who wish to prepare for careers in teaching. Provision should be made for forgiveness of a portion of the loan for each year of employment as a teacher in Wisconsin.**

Rationale:

The cost of attending college has been rising steadily for many years. This trend makes it increasingly difficult for many students or their families to finance the cost of a college education. The availability of grants, scholarships, and loans has been an important factor in maintaining access to higher education for qualified students who would otherwise be unable to afford to attend a college or university. Although Wisconsin already maintains an extensive program of grants and loans to needy college students administered by the Higher Educational Aids Board, we believe it is important to establish a loan program for the best qualified students to help ensure an adequate supply of competent teachers for our elementary and secondary schools.

We urge that such loans be made available to qualified students at low interest rates. We believe that forgiveness of a portion of the loan for each year of teaching in Wisconsin would offer an additional inducement for competent teachers to remain in the state. It also would reduce the drain on the resources of teachers during their first years of service when salaries are lowest, thus increasing the attractiveness of teaching as a career.

Guidelines:

1. A loan fund earmarked specifically to provide loans to the best qualified students preparing for careers as teachers should be established and administered by the state.

2. Loans from the fund should bear a low rate of interest so long as the recipient is either enrolled in a teacher preparation program or engaged in teaching. If the recipient leaves a teacher preparation program before completing it, or leaves teaching, the interest rate on the loan should immediately rise to the rate charged on other student loan programs administered by the state.

3. For each year the recipient of the loan remains in teaching in Wisconsin, a percentage of the principal amount of the loan should be forgiven. The intent of this provision is to permit the full amount of the loan to be fulfilled within a reasonable period of time by those who remain in teaching in Wisconsin.

4. Students who become teachers and who received need-based loans under existing programs also should be eligible for forgiveness of a portion of the principal of the loan for each year they remain in teaching in Wisconsin.

5. Local school districts and higher education institutions should work with community organizations and individuals to secure funds for scholarships for deserving high school graduates who wish to prepare for careers in teaching.

II. RECOMMENDATIONS TO IMPROVE THE PREPARATION AND PERFORMANCE OF TEACHERS

A. That teacher preparation institutions establish better communication and closer cooperation with the public schools.

Rationale:

The linkages between the public schools and the institutions which prepare teachers in Wisconsin are not strong. Although we found examples of strong working relationships, they were the exception rather than the norm and where strong linkages were found, they tended to be with individual faculty members rather than with a teacher education institution per se. Although higher education institutions invariably state that public service is expected of faculty members, it does not appear to be highly valued. At least the opinion was expressed to us frequently that the faculty members who are most active in working with elementary and secondary schools generally do not fare as well in salary increases and promotions as those who devote their efforts to research and writing. More attention must be devoted to the task of building constructive partnerships between the public schools and higher education institutions. Strong linkages are essential if we are to be successful in the task of preparing and maintaining a strong cadre of competent teachers in Wisconsin.

Guidelines:

1. Each school, college or department of education in public institutions should maintain an office staffed adequately to coordinate university/college participation in elementary/secondary school programs of staff development and school improvement. The state should fund such offices on a program basis with the level of funding determined annually by the amount of service to and involvement with elementary and secondary schools, and their effectiveness in meeting the needs of elementary and secondary school personnel. Private institutions may wish to join in consortium arrangements to provide outreach services.

2. Each school district should be required to show university/college involvement in its continuing professional development plan for each school and for the school district. Cooperative Educational

Service Agencies should work with the school districts they serve to coordinate professional development activities and to facilitate cooperative arrangements involving several school districts in joint efforts.

3. It is important that those who prepare teachers and administrators be involved actively with students, teachers, and administrators in the elementary and secondary schools if they are to remain abreast of current problems and issues. They should regularly teach elementary or secondary school students in their area of specialization or work regularly with teachers and administrators to improve teaching and learning. Evaluations of teacher educators should place as much weight on their performance in outreach and service activities as is placed on their performance in research and teaching in determining their eligibility for promotion and for salary increases.

4. Greater emphasis should be placed upon application of knowledge gained from research conducted at teacher preparation institutions to improve teaching and learning. Building more effective linkages between teacher preparation institutions and elementary/secondary schools will provide more opportunities for teachers and administrators to learn of promising new methods and materials and for researchers to learn of problems and issues which merit their attention.

5. School districts and the institutions which prepare teachers and/or administrators should establish faculty exchange programs, clinical or adjunct professorships, or other opportunities to actively involve teacher specialists and career teachers in preservice preparation programs and teacher or administrator educators in elementary/secondary school programs.

6. Each institution which prepares teachers should have an active advisory council comprised of teachers, administrators, school board members, and parents of students attending elementary and secondary schools.

B. **That colleges and universities in Wisconsin establish undergraduate grade point averages for admission to and retention in teacher preparation programs at levels that will ensure that only students with high academic promise and achievement enter and complete these programs.**

Rationale:

Most students are not admitted to a teacher preparation program until they have completed at least one year of college work. Their academic record in college, as reflected in the grades they have received, is at present the primary criterion used to determine whether they are admissible to a program leading to teacher certification. We are not recommending a specific grade point average that should be required for admission to a teacher preparation program because we believe this standard is best determined by each institution. We urge, however, that

each institution require a grade point average sufficient to ensure that students entering its teacher preparation program(s) meet high academic standards, and that they continue to meet high academic standards throughout the program.

C. **That each teacher education institution require that applicants for admission to its preparation program(s) demonstrate mastery of basic skills by passing a standardized examination approved by the state superintendent.**

Rationale:

It is self-evident that those who aspire to teach should possess basic communication skills in reading, writing, mathematics, listening, and speaking. It is unlikely that elementary and secondary school students will acquire competence in these basic skills if their teachers are deficient in them.

There is at present no standard measure used to assess the competence of the students who seek admission to teacher preparation programs in Wisconsin. Thus, there is no way to determine accurately whether the quality of the students who are preparing for careers in teaching is increasing or decreasing, or of comparing the standards for admission to teacher preparation programs at the various institutions. The very limited evidence we were able to obtain indicates that students entering teacher preparation programs in Wisconsin probably are representative of the average college student. However, research in other states indicates that students entering teacher preparation programs increasingly are being drawn from the least academically qualified portion of the college student body.

The test we are recommending is intended to accomplish two important purposes: (1) to ensure that students who are admitted to teacher preparation programs have satisfactorily mastered the basic communication skills and (2) to provide assurance to citizens of the state that students who enter teacher preparation programs meet reasonable quality standards.

Guidelines:

1. The objective of providing a uniform quality standard will not be accomplished unless a valid comparison can be made of scores on the examinations used for this purpose. Consequently, the State Superintendent should approve only examinations which permit a valid comparison of scores.

2. Each institution should establish the minimum score it will require on the examination for admission to its teacher preparation program(s) and should report annually to the State Superintendent the scores achieved by all students who have taken the examination.

3. The examination should cover such requisite basic skills as reading, writing, mathematics, listening, and speaking.

4. Students who fail to attain the minimum scores required for admission to a teacher preparation program should be permitted to retake the examination and should receive counseling and assistance to help them remedy their deficiencies.

5. The cost of taking the examination should be borne by the student.

D. **That the liberal education (arts, humanities and sciences) component of teacher preparation programs be strengthened and that the responsibility of the entire college or university for the preparation of teachers be reaffirmed.**

Rationale:

One of the basic requisites of a strong teacher preparation program is a commitment to the preparation of teachers by the entire college or university and a close working relationship between the school or college of education and other departments of the institution. Prospective teachers acquire their knowledge of the subjects they are preparing to teach in the academic departments of the college or university -- English, History, Mathematics, Biology, Chemistry, etc. If teachers are not knowledgeable in these disciplines, much of the fault lies with these departments. Prospective teachers should be expected to meet rigorous standards of performance in the academic disciplines and in their courses in pedagogy. Simply mastering a discipline does not guarantee that one can teach it successfully. Knowledge of human learning and of how to apply that knowledge in specific classroom situations also is required.

Guidelines:

1. The academic preparation of teachers should include both breadth and depth. Programs should be broad enough to ensure that all prospective teachers are literate in the arts, humanities, and sciences. They also should require study in depth in one or more disciplines as well as professional preparation in pedagogy.

2. In programs leading to teacher certification at least one-third of the program should consist of a general education component comprised of courses in the arts, sciences, and humanities. These courses should be exclusive of those required for the teaching major or minor.

3. All students preparing to teach at the secondary school level should have at least one major in an academic discipline. All students preparing to teach at the elementary school level should have at least a minor in an academic discipline.

4. The specific courses and other requirements in teacher preparation programs should be determined jointly by faculty members in the academic disciplines and by faculty members in the school, college, or department of education. For example, professors in the sciences should be involved in specifying the requirements for prospective teachers of science; professors of mathematics should be involved in specifying the requirements for those who would teach mathematics, and professors in the social sciences should be involved in specifying the curriculum for those who aspire to teach social studies.

E. **That early and continuing field experience designed to acquaint potential teachers with the role of the teacher and the nature of teaching be required of all students enrolled in teacher preparation programs.**

Rationale:

Many students who express interest in teaching as a career have only a student's perspective of the teacher's role. Early exposure to the realities of teaching is important. Such exposure will help students make better-informed career choices and, for those who decide to pursue teaching careers, will provide a meaningful base of experience for their academic programs. These early field experiences should, to the greatest extent feasible, provide prospective teachers with exposure to a variety of teaching situations. For example, students with rural or small town backgrounds should have some of their field experience in a large city school. Those with inner city backgrounds should have some of their field experience in a rural or small town school.

Guidelines:

1. The field experiences should be designed to acquaint students with the nature of teaching and the teacher's job. Students would be expected to observe classes and other school activities and could assist classroom teachers by tutoring individual students, working with small groups of students, preparing instructional materials, or engaging in other activities related to a teacher's job. They would not be responsible for teaching a class.

2. While at least one-half of the field experience should be at the level at which the student is preparing to teach, the field experiences also should include more than one level of education and take place in more than one type of school. For example, students preparing to teach at the secondary level should have some of their field experience in an elementary school or in a middle school; students whose primary experience with schools has been in an inner city should have some of their field experience in a rural or a suburban school.

3. Each teacher preparation institution should prepare a written statement delineating what it expects students to derive from their field experiences. This information should be shared with

the administration and faculty of a school before students are placed in that school.

4. At least 50 hours of such experience is recommended during either the freshman or sophomore year and during the junior year. This requirement may be satisfied by (a) classroom observation and assisting classroom teachers during the school year, (b) classroom observation and assisting classroom teachers in a summer school or nursery school, or (c) other approved activities which provide comparable experiences working with children in an educational setting.

5. Most students should satisfy this requirement using option (a). Students entering teacher preparation programs late in their college career, or who already hold a bachelors degree, could satisfy this requirement using options (b) or (c).

6. Academic credit should be awarded for field experience. The purpose of awarding academic credit is to give the school, college, or department of education control over the field experience to ensure that it has focus and structure.

F. **That all teacher preparation programs include at least one semester of full-time student teaching.**

Rationale:

Carefully supervised experience in the practice of teaching is just as important in the preparation of teachers as it is in the preparation of practitioners in other professions. Although knowledge of the subject to be taught is necessary, it is not sufficient to ensure effective teaching. Equally important is knowledge of how people learn and skill in applying that knowledge in classroom situations. Skill in teaching can best be developed by working under the tutelage of highly competent teachers and teacher educators trained in the assessment and evaluation of teaching performance.

Guidelines:

1. All candidates for certification should complete at least one full semester in the school in which they do their student teaching, including participation in preopening activities during the fall semester or postclosing activities during the spring semester. It is recognized that these requirements may entail additional costs to student teachers and to teacher preparation institutions but we believe the additional student teaching experience warrants the additional cost.

2. The semester of student teaching should be performed during the last year of the student's pre-service preparation program.

3. Cooperating teachers should hold the rank of teacher specialist (Recommendation III-C) and should have specific training which

qualifies them to assess the performance of student teachers and help them develop and hone their teaching skills.

4. The student teacher's performance should be monitored closely and assessed regularly by the cooperating teacher, the teacher educator responsible for supervising the student teacher, and the administrator of the school in which the student teaching is performed. They should use the criteria for performance assessment established by the State Superintendent (Recommendation II-K). A conference involving the student teacher and these three individuals at which the student teacher's performance is critiqued and specific suggestions and directions for improvement are given should be held at least once per month. A written report prepared jointly by the three individuals responsible for assessment of the student teacher's performance should be completed at the close of the semester. The report should contain a comprehensive assessment of the student teacher's performance, including specific strengths and weaknesses and suggestions for the student's continuing professional development. It also should serve as a basis for assigning the student a grade in student teaching. The report should become part of the student's permanent professional development file. A copy of the report should be required for issuance of an initial one-year license (Recommendation II-H).

G. **That the state superintendent initiate a standardized test of knowledge of subject matter and knowledge of pedagogy as a condition for probationary licensure as a teacher in Wisconsin; that initially the data obtained be used to explore the relationship between performance on the test and the candidate's subsequent teaching performance; and that a candidate's performance on the test not be used as a basis for denying licensure until the validity of the test has been established.**

Rationale:

The Task Force believes that one requisite for success in teaching is an adequate fund of knowledge of the subject to be taught and of the science and art of teaching. We do not believe that merely passing a standardized test of knowledge will guarantee success in teaching; hence our recommendation of an induction program (Recommendation II-I) and thorough performance assessment (Recommendation II-K) for first year teachers. Nevertheless, we believe that one who lacks adequate knowledge of either the subject to be taught or of how to teach that subject will be unable to teach it successfully, and that knowledge can be assessed satisfactorily by a standardized examination. We believe such an examination is warranted both to protect students in our schools from teachers who have failed to acquire an adequate base of knowledge and to provide assurance to citizens that those who are licensed to teach satisfy reasonable quality standards.

Guidelines:

1. The State Superintendent should request experts in the field to examine the standardized examinations currently available and recommend either adoption of an existing examination, modification of an existing examination to fit Wisconsin's needs, or development of a new examination.

2. Implementation of the performance assessment procedures we are recommending (Recommendation II-K) will provide a good basis for determining the validity of the examination because it will enable trained persons to assess the individual's teaching performance using standard criteria and procedures.

3. When the validity of the examination has been established, we recommend that satisfactory performance on the test be required as a prerequisite for initial licensure as a teacher in Wisconsin.

4. All beginning teachers seeking their initial licensure in Wisconsin, including those who completed their preparation for teaching at out-of-state institutions, should be required to take the examination.

5. The cost of taking the examination should be borne by the applicant.

H. **That the state superintendent issue a one-year license to all beginning teachers, persons beginning their first year of teaching in Wisconsin, and teachers formerly licensed in Wisconsin who do not hold a life license and who either have not taught or who have not had a performance assessment for five years or more.**

Rationale:

Induction to professional practice is recognized as a crucial step in the career ladder for all professions. A four-year program of college preparation, including one semester of student teaching, is neither sufficient to prepare a beginning teacher for all the problems one confronts in a classroom nor is it long enough to determine with certainty whether or not a candidate is qualified for full licensure. A period of probationary service provides additional time for beginning teachers to develop their skills in teaching under the guidance of teacher specialists and teacher educators.

Guidelines:

1. Teachers who have taught previously in other states should receive a one-year license and should undergo a performance assessment during their first year of teaching in Wisconsin (Recommendation II-K). A satisfactory performance assessment should be a prerequisite to full licensure. First-year teachers who completed a preparation program in an out-of-state institution should receive a one-year license and participate in the same

program of induction as those who completed their preparation at Wisconsin institutions.

2. Previously licensed teachers who do not hold a life license and who have not taught for more than five years should receive a one-year license. They should undergo a performance assessment during that year (Recommendation II-K). A satisfactory performance assessment should be a prerequisite to full licensure.

3. A one-year license should be renewable for not more than two additional years.

4. The fee for a one-year license should not be more than 25 percent of the fee for a five year license.

I. **That all first-year teachers participate in a one-year induction program under the auspices of the Department of Public Instruction and involving personnel from the local school district and an institution of higher education.**

Rationale:

The first year of teaching is a difficult and demanding one no matter how sound a program of preparation the beginning teacher has completed. Lesson plans must be prepared for each class, instructional materials must be located or prepared, and the endless challenges of student discipline and classroom management must be dealt with. Yet too frequently, beginning teachers are assigned a full teaching load (often including some of the least desirable teaching assignments). They often have no one to turn to for advice and counsel. Veteran teachers usually are too busy and beginning teachers hesitate to ask administrators for help because they fear they will be viewed as weak teachers.

The teacher preparation institutions also are of little help to their graduates, primarily because their funding is based on the number of students they teach. If faculty members are assigned to work with graduates in their first year of teaching who are not enrolled as students, the number of students taught will decrease and the budget will be reduced accordingly. This "Catch 22" situation will further reduce the institution's ability to help its graduates in their first year of teaching. There is great need for a program to support first-year teachers, building on their preservice preparation and laying the foundation for their continuing professional growth and development.

Guidelines:

1. The State Superintendent should establish standards for the induction program for first-year teachers, including, at a minimum:

   a. Released-time or a reduced teaching load for first-year teachers to provide opportunities for them to observe career teachers and work with teacher specialists.

b. Provision for their participation in workshops, seminars, or other formal and informal training arrangements.

c. Observation of their teaching performance by members of the assessment team at least once each month.

d. Development of a detailed plan for continuing professional development by each first-year teacher.

2. A performance assessment should be conducted for every first-year teacher. The performance assessment team should be comprised of a teacher specialist, a school administrator and a teacher educator trained in performance assessment. They should use the criteria for performance assessment established by the State Superintendent (Recommendation II-K). A satisfactory assessment of performance should be a prerequisite for advancement to the rank of professional teacher.

3. Funding should be provided to pay faculty members who are assigned to work with first-year teachers. Such funding could be provided to local school districts, Cooperative Educational Service Agencies, or teacher preparation institutions.

4. Cooperative Educational Service Agencies should play an important part in coordinating induction programs for first-year teachers. They will be especially important in providing such programs in areas where individual school districts have too few first-year teachers to provide comprehensive, well-balanced induction programs.

J. **That programs for the preparation of school administrators be strengthened and that the skills of practicing school administrators be improved.**

Rationale:

Researchers who have examined effective schools have concluded that one characteristic of such schools is an effective principal. No special preparation (or license) was required for school administrators in Wisconsin until the early 1960's and not until 1980 did the Department of Public Instruction adopt performance-based criteria for administrator preparation programs. Many veteran teachers can testify from personal experience that good teachers do not always make effective school administrators, yet the particular attributes and characteristics that, when combined with a well-designed program of professional preparation, produce an effective administrator remain somewhat elusive. Many of the recommendations we have made concerning teacher preparation programs -- careful screening for admission to ensure academic competence and personal commitment, a program of study designed to ensure the acquisition of requisite knowledge and skills, and induction to professional practice under the guidance of skilled practitioners --are equally important for prospective administrators. And practicing administrators should participate in continuing

professional development activities designed to refresh their knowledge, familiarize them with new educational methods and procedures, and develop their leadership skills.

Guidelines:

1. Applicants for admission to administrator preparation programs should provide evidence of high academic achievement or potential, for example, an undergraduate grade point average of at least B or a score of at least 500 on both the verbal and quantitative portions of the Graduate Record Examination.

2. Applicants for admission to administrator preparation programs should be recommended by at least three persons familiar with their intellectual ability and leadership potential, at least one of whom should be an active classroom teacher.

3. Students in administrator preparation programs who have not previously held administrative positions should have field experiences designed to acquaint them with the nature of administration and the administrator's job. These field experiences should occur early in the administrative preparation program.

4. The program of preparation for school administrators should include a strong emphasis on the legal, philosophic, historic, economic, social, psychological and political aspects of education and educational administration. It should also equip the prospective administrator with knowledge of and skill in the tasks and functions administrators perform with special emphasis on the supervision and evaluation of instruction.

5. A full-time internship of at least one semester should be required of all candidates for administrative licensure. The internship should be served under the tutelage of a skilled administrator and should be supervised by an administrator educator who meets regularly with the cooperating administrator and the candidate to review progress, assess the candidate's strengths and weaknesses, and plan future activities and experiences. The evaluation of administrator interns should employ the criteria and procedures established by the State Superintendent for performance assessment of first-year and continuing administrators.

6. Candidates for administrative licensure should be required to present evidence of at least three years of successful teaching experience as a prerequisite for initial licensure.

7. Beginning administrators should receive a one-year license renewable for not more than two additional years. They should undergo a performance assessment during their first year of administrative experience. The assessment should be conducted by a trained team comprised of a teacher specialist, a school administrator, and an administrator educator. The criteria and procedures for performance assessment adopted by the State Superintendent

should be employed and a satisfactory assessment of professional performance should be required for full administrative licensure.

8. Administrators should engage in a planned program of continuing professional development. Satisfactory progress in such a program and a satisfactory assessment of professional performance should be required for renewal of administrative licenses.

9. The Department of Public Instruction should exercise leadership in the development and coordination of a planned program of professional development designed to improve the leadership and managerial skills of Wisconsin school administrators.

K. That the state superintendent establish criteria and procedures for the regular supervision and assessment of performance of all licensed professional personnel.

Rationale:

We have recommended the use of a standardized test to screen applicants for admission to teacher preparation programs and for initial licensure as a teacher (Recommendations II-C and II-G). We are fully aware, however, that all of the factors which produce excellence in teaching are not captured by a paper-and-pencil test. If the career ladder recommended by the Task Force (Recommendation III-C) is to function as intended, a uniform, objective system of performance assessment must be established. Teachers should participate with administrators and other professional personnel in the development and use of a sound program of performance assessment which will improve the professional performance and enhance the status of educators.

The performance of all professional personnel in a school district — teachers, administrators, counselors, etc. — should be assessed regularly. The criteria and procedures established by the State Superintendent should provide a framework for the regular, on-going supervision and assessment of professional personnel by all local school districts. This will ensure the use of common standards and consistency in the evaluation and assessment of professional personnel in school districts throughout the state.

Guidelines:

1. The State Superintendent should convene a panel of experts in performance assessment drawn from the public and private sectors. The panel also should include representative teachers, administrators, and interested citizens. The panel should develop and recommend sound criteria and objective procedures for assessing the performance of all professional personnel.

2. The State Superintendent should establish a program for training individuals to conduct performance assessments consistent with the standards, criteria, and procedures that are adopted. Performance assessments should be conducted only by individuals who

have completed satisfactorily a program of training designed to assure that the criteria and procedures established by the State Superintendent are applied consistently and objectively.

3. Each school district should develop a plan for the on-going supervision and assessment of the performance of its professional personnel and submit the plan to the State Superintendent for review and approval. The district plan should be consistent with the criteria and procedures established by the State Superintendent.

4. Upon approval of the district's plan, the results of the evaluation of performance by the local district should be submitted as evidence of satisfactory performance when an individual applies for initial licensure or renewal of licensure.

5. An individual who receives an unsatisfactory assessment of performance shall have the right to request that an assessment of his or her performance be conducted by an impartial team consisting of at least three qualified persons appointed by the State Superintendent. The team should include a teacher specialist and a school administrator.

6. A major focus of the assessment should be on improvement of the individual's professional performance and the results of the assessment should be used in planning the individual's program of professional development (Recommendation III-A).

7. The results of performance assessments should be an important factor in determining eligibility for initial licensure and for advancement on the career ladder.

8. Evidence of satisfactory performance should be required for initial licensure and renewal of licensure for professional teachers, teacher specialists, career teachers, and all other licensed personnel.

III. RECOMMENDATIONS TO RETAIN COMPETENT TEACHERS

A. That the Department of Public Instruction exercise leadership in strengthening requirements for the continuing professional development of teachers.

Rationale:

Many of the teachers who are teaching today in Wisconsin's elementary and secondary schools are in the early or middle stages of their careers. They will still be teaching in the year 2000. Improving the preparation of beginning teachers is important; enhancing the knowledge and skills of those already engaged in teaching is equally important. Knowledge in the various disciplines is expanding. Knowledge of human learning is growing. Existing technologies are being adapted for use in schools and new technologies constantly are emerging. A planned program of continuing professional development is essential if teachers are to keep abreast of new developments in their field. Among the elements that should be considered for inclusion in the teacher's professional development plan are sabbatical leaves, attendance at professional workshops and conferences, mini grants for classroom experimentation, and retraining grants.

Guidelines:

1. A five-year continuing professional development plan should be required of each individual teacher and each school district. The teacher's plan should identify specific objectives for personal development; the district's plan should identify specific objectives for each school and the entire district.

2. Continuing professional development plans should delineate linkages with professional organizations, teacher preparation institutions, the Department of Public Instruction, Cooperative Educational Service Agencies, and other institutions that can help achieve the plan's objectives (Recommendation II-A).

3. A portion of the general state aid provided to each school district should be earmarked for support of inservice and continuing professional development activities.

4. The Department of Public Instruction should establish standards regarding district inservice and professional development activities. District programs should be reviewed regularly to ensure compliance with the standards, and to suggest alternatives and available resources.

B. That greater opportunities for an extended term of employment be made available to teachers.

Rationale:

Teaching is sometimes characterized as a "part-time" profession because of the long period during the summer when schools are not in regular session. This period of time, however, affords a unique opportunity to provide additional opportunities for students, to provide for the continuing professional development of teachers, and to develop curriculum plans and instructional materials to meet specific needs of a school or school district. Many teachers would prefer to spend a portion of the summer either teaching, or working on curriculum projects, or participating in other activities designed to further their continued professional development. Such opportunities should be available to all students and teachers in the state and should be financed, in large part, by the state.

Guidelines:

1. Summer school programs should be expanded substantially to provide unique and challenging opportunities for children with exceptional potential, to provide additional instructional time for children with special needs or problems, and to provide additional opportunities for students to explore areas in which they are interested.

2. Additional time beyond the regular school year should be provided to teachers to work on programs of professional and staff development, curriculum development, parent and community education, specialized courses or workshops, etc.

3. The state should fund innovative or experimental summer programs upon approval by the Department of Public Instruction of proposals submitted by school districts for the support of instructional and developmental activities conducted during the summer. (Regular summer school programs currently receive state aid.)

4. School districts should be encouraged to join together in consortium arrangements and to work with their Cooperative Educational Service Agency and with teacher preparation institutions to provide an array of challenging opportunities for students and teachers during the summer months (Recommendation II-A).

C. **That a career ladder be established for Wisconsin teachers consisting of four stages — associate teacher, professional teacher, teacher specialist and career teacher — and that appropriate standards be established for entry to each level. (See Figure 1.)**

Rationale:

Teaching is viewed by many as a career in which the opportunities for advancement are very limited. Too many teachers feel that advancement (in terms of either salary or status) can be achieved only by leaving the classroom -- either to become an administrator or to accept employment in some other line of work. Attracting competent students and preparing them well will avail us little if we are unable to keep our most competent experienced teachers. The career ladder we are recommending opens up a much wider range of opportunities for outstanding teachers who prefer to remain in the classroom. It permits specialization, rewards competence, confers status and most importantly, enhances the quality of the education provided in our elementary and secondary schools by keeping a larger share of our most dedicated and competent teachers in the classroom.

Guidelines:

1. An Associate Teacher is an individual in his/her first, second, or third year of teaching following completion of an approved program of preparation. Associate Teachers will receive a one-year license. Advancement to Professional Teacher may occur only upon certification of satisfactory performance by an assessment team approved by the Department of Public Instruction and satisfactory progress in a planned program of professional development.

   A Professional Teacher will have completed at least one year of successful teaching experience. Professional teachers will receive a five-year license renewable upon presentation of evidence of satisfactory performance and continuing professional development. Individuals may continue in the category of professional teacher throughout their career, or may seek to become either a teacher specialist or a career teacher.

   A Teacher Specialist will have a high level of knowledge and skill in an area of specialization--for example, the development of curriculum and instructional materials, working with student teachers or beginning teachers in their induction to professional practice, or organizing and conducting staff development programs. A teacher specialist might be a cooperating teacher working with a teacher training institution; the leader of a team of teachers working to develop or improve teaching methods or instructional materials in mathematics, or English, or vocational agriculture; a member of a performance assessment team; the coordinator of inservice workshops designed to improve the professional performance of teachers; or assume other responsibilities requiring special knowledge and skills. A teacher

specialist will have an extended term of employment. A teacher specialist will be required to meet high standards including a satisfactory assessment of teaching performance and completion of all qualifications established for the selected area of specialization. A teacher specialist will continue to spend at least one-half time in classroom teaching in order to maintain regular contact with students in classroom situations. Teacher specialists will receive a five-year license renewable upon evidence of satisfactory performance in both their classroom teaching and specialist responsibilities and their continuing professional development.

The Career Teacher designation will be reserved for superlative teachers who wish to retain full-time classroom teaching assignments. A career teacher will have an extended term of employment. A career teacher will be required to meet rigorous criteria including a thorough assessment of teaching performance and completion of an appropriate program of professional development. Career teachers will receive a five-year license renewable upon submission of evidence of continuing excellent performance and continuing professional development.

2. Teachers currently active in Wisconsin should be phased into the career ladder as professional teachers. Those who elect to seek to become a teacher specialist or a career teacher will be required to meet criteria established for these categories including a satisfactory assessment of their teaching performance (Recommendation II-K).

3. The State Superintendent should create licensure for the teacher specialist and career teacher categories and should establish by rule appropriate standards and criteria for such licenses.

4. A person who wishes to be considered for licensure as a teacher specialist or career teacher should make application to the Department of Public Instruction at least one year prior to the year in which the performance assessment will be conducted. The local teacher organization and the employing school board should be informed of the individual's application and should have the opportunity to file an objection specifying the reasons why the individual should not be considered. If an objection is filed, the State Superintendent should investigate and determine whether or not the individual's application will be accepted.

5. It will be necessary that a position in an area of specialty be available before a person holding a license as a teacher specialist or a career teacher can be employed. That is, a teacher may hold a teacher specialist or a career teacher license without being employed in this capacity.

6. Additional salary increments associated with the career teacher and teacher specialist categories should be paid entirely by the state.

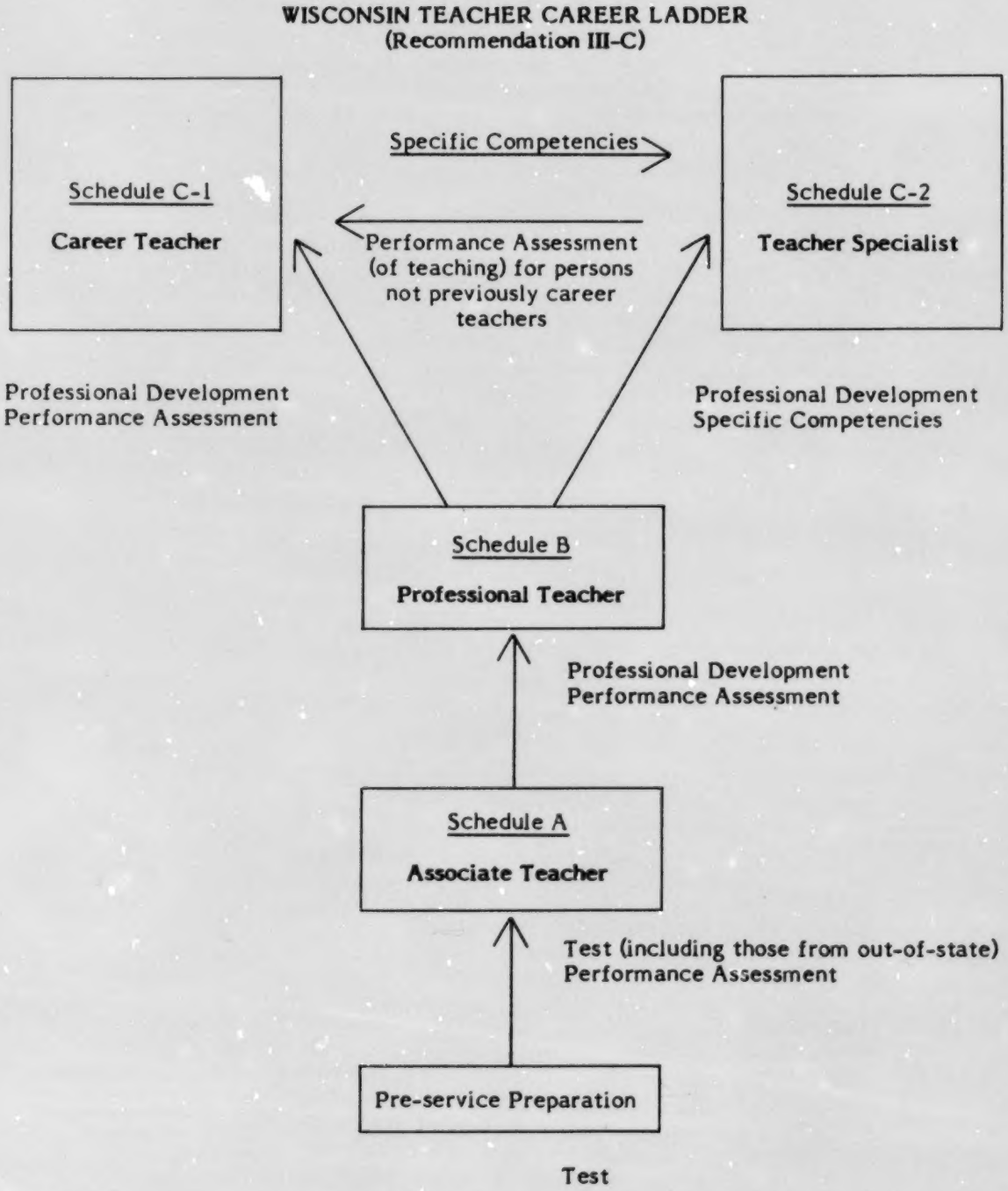

Figure 1. Teacher Career Ladder

D. **That the State of Wisconsin adopt a minimum salary of $20,000 for professional teachers, to be reviewed at two-year intervals and adjusted as necessary to reflect economic trends and conditions.**

Rationale:

Teaching has never been regarded as a high-salaried profession, but in recent years the salaries paid teachers, particularly teachers in the early years of their career, have failed to keep pace with inflation or with salaries paid to other college graduates with a bachelor's degree. From 1973-74 to 1981-82, the average salary paid a beginning teacher with a bachelor's degree in the United States increased from $7,720 to $12,769 (65.4 percent). During the same period the average salary paid college graduates in engineering increased from $11,220 to $22,368 (99 percent); in sales and marketing the increase was from $9,660 to $17,200 (78 percent); in liberal arts the increase was from $8,808 to $15,444 (75 percent); and in business administration the increase was from $8,796 to $16,200 (84 percent) (The Condition of Teaching, Table 41). The trend has continued. Average salaries offered to 1983 college graduates with a bachelor's degree were $25,800 for engineers, $18,648 in sales and marketing, $18,264 for liberal arts, and $18,564 for business administration (Endicott Report). It will be difficult to persuade able young men and women to consider careers in teaching, much less persuade them to remain in teaching, unless more competitive salary levels are established for teachers in the early years of their career who have demonstrated their competence.

Levels of compensation in any profession are difficult to quantify. In the marketplace, compensation levels reflect economic conditions, supply and demand, productivity, and a host of other factors. In public education in Wisconsin, levels of compensation are the result of collective bargaining tempered in recent years by the Mediation-Arbitration law. One result has been an extremely low entry level salary for beginning teachers. Most local school districts currently have salary schedules which provide increments above the base salary for each year of service and for additional academic preparation.

This recommendation clearly contemplates a major change in the way teacher salaries are determined. Salary schedules above the minimum salary which are consistent with the career ladder categories we have recommended must be developed. One alternative would be for the state to adopt a salary schedule for each career ladder category. A second alternative is for local school districts and teacher organizations to negotiate appropriate new salary schedules for each category. In any event, it is not the intent of the task force that existing salary schedules be maintained.

Guidelines:

1. As outlined in Recommendation III-C, a professional teacher will have at least one year of teaching experience and his/her performance will have been judged satisfactory by an assessment team.

2. The period of employment should include at least 190 days with at least 180 days devoted to the instruction of students.

3. Local school districts should be allowed to negotiate a salary schedule beyond the minimum amounts specified by the state.

4. The state should adopt a minimum salary for Associate Teachers, Career Teachers, and Teacher Specialists when these career positions are defined.

5. Compensation above the basic amount contained in this recommendation should be based on the career ladder (Recommendation III-C) and merit pay concept (Recommendation III-E), as well as changes in the delivery system and the adoption of innovative methods which we are encouraging (Recommendations III-I and IV-A). Teachers should only be assigned to teaching and to activities directly related to teaching. They should not be assigned duties which can be better and more economically served by others. Adoption of these recommendations should result in increased productivity by teachers and improved performance by students.

E. That a statewide system of merit pay be established.

Rationale:

We view a statewide merit pay system for teachers as a useful element of an overall plan, but certainly not as the most important element, as will be made clear by the guidelines which follow.

Guidelines:

1. Objective evaluation of performance is essential (Recommendation II-K) and the merit pay standards, instruments, and procedures must be established before implementation of a merit pay plan is attempted.

2. An adequate minimum statewide salary must be established before a merit pay plan is considered.

3. All teachers shall be eligible to be considered for merit pay and entrance into consideration for merit pay shall be voluntary.

4. The amount of money provided for merit pay shall be significant and shall be in addition to base pay.

5. Granting of merit pay shall be based solely on teaching performance but not solely on student achievement scores.

6. Denial of merit pay shall be appealable.

7. Failure to receive merit pay shall not be interpreted as evidence of unsatisfactory performance.

8. All school districts shall participate in the merit pay plan substantially funded by the state.

F. That school boards and administrators construct the school day so that other activities do not infringe upon classroom time or scheduled instruction and maintain conditions in the schools which facilitate effective teaching and learning.

Rationale:

Achieving excellence in our schools requires that teaching and learning be accorded the highest priority. Too frequently, our actions speak louder than our words -- we give lip-service to the primacy of instruction but permit other activities to disrupt or curtail classroom activities. We should not be surprised when our students fail to achieve academic excellence if the message conveyed by our actions is that other things are more important. Even the best teacher cannot be effective if we repeatedly allow other school activities to infringe on classroom time or tolerate behavior which disrupts teaching and learning. School boards and administrators must bear primary responsibility for ensuring, through their policies and actions, that classroom time is protected and that excellence in teaching and in learning is recognized and rewarded.

Guidelines:

1. Co-curricular activities are important and serve a useful purpose, but they should be scheduled so they do not interfere with classroom instruction. Students should rarely, if ever, be excused from a scheduled class to participate in a co-curricular activity. Music lessons, drama practice, pep rallies, athletic events, etc. should be scheduled at times when the students involved are not engaged in regularly scheduled classes.

2. If the school day is too short to accommodate both curricular and co-curricular activities, the curricular activities should receive highest priority and, if necessary, the school day should be lengthened to provide the time needed for co-curricular activities.

3. Only in emergencies should classroom activities be interrupted by announcements over the public address system or other activities which disrupt instruction.

4. Greater effort should be made to identify potentially disruptive students during their early years in school and effective early intervention programs should be developed which draw upon the resources and services of various community agencies to prevent later, more serious, behavioral problems.

5. Students who persistently engage in disruptive behavior should be removed from regular classrooms and dealt with in other ways such as in-school suspension, assignment to a "time-out" room, placement in an alternative program or school or, as a last resort, expulsion from school.

6. Clerical personnel or aides should be assigned to support the efforts of teachers by performing such routine non-teaching duties as collecting money, filling out forms, duplicating instructional material, monitoring lunchrooms, etc.

G. **That school boards, administrators, and teachers consider the specific demands and expectations associated with a subject or grade level when teacher workloads are established.**

Rationale:

Instructional methods and teaching strategies do not depend only on the subject matter to be taught; they also are influenced strongly by the conditions under which teaching occurs. Much has been made, for example, of the alleged failure of secondary school English teachers to require enough writing assignments of their students. However, it is unreasonable to expect teachers to read and critique thoroughly a theme per week from each student if their teaching load exceeds 100 students.

Our tendency to focus on the average class size obscures the fact that the optimum size for any class is dependent on many factors -- the age and ability of the students to be taught, the particular knowledge or skill to be mastered, the method of instruction to be employed, etc. In short, there is no single "best" class size for every subject and grade level. Failure to consider these factors when establishing teaching assignments and class sizes will inevitably result in frustration and disillusionment on the part of teachers. Conscientious teachers who are unable to meet the needs of their students as a result of unrealistic teaching assignments are not likely to remain in teaching.

Guidelines:

1. The Department of Public Instruction should annually gather information on class size in elementary, middle, and secondary schools, as well as in such discrete areas as special education and vocational education.

2. Data published by the Department of Public Instruction should be disaggregated. That is, in addition to an overall pupil/teacher ratio, separate pupil/classroom teacher ratios should be reported for such levels as K-6, 7-9, and 10-12 and for areas such as special education, vocational education, and the like.

3. Each teacher should be provided with sufficient time for preparation.

H. **That school boards, administrators, and teachers work together to establish and maintain conditions in each school which utilize to the fullest the knowledge, skills, and abilities of all personnel to create an effective school.**

Rationale:

The research on effective schools substantiates a belief that many have held intuitively. Namely, that in effective schools the teachers, administrators, and all other professional personnel work together as a team to create conditions which maximize the opportunity for learning

to occur. There is widely shared agreement on objectives and a commitment to their accomplishment on the part of the entire staff.

The Task Force recognizes the very important role school board members play in determining the quality of education provided students in local school districts. Local board members will be instrumental in implementing many of our recommendations. It is important that opportunities be provided for both new and experienced board members to become better informed about the issues which confront them.

If we are successful in attracting competent individuals to prepare for careers in teaching, and in preparing them well for such a career, it is imperative that we use to the fullest their knowledge, skill, and energy. Each school should be organized in a manner that facilitates and encourages the participation of teachers in decisions concerning curricular or instructional questions and issues. Adoption of the teaching career ladder we have recommended (Recommendation III-C) implies that all school districts and many schools will have a cadre of excellent teachers who also have special skills in other areas that must be utilized effectively. Change and improvement in education must begin at the school and classroom level and it will occur there only if we are able to enlist the knowledge, skills, and dedication of the entire staff to achieve that objective.

Guidelines:

1. The Department of Public Instruction, the Wisconsin Association of School Boards, and other appropriate organizations should work together to strengthen the educational opportunities offered school board members so that they can more effectively fulfill the intent of this report.

I. **That the Department of Public Instruction exercise leadership in investigating and adapting or developing existing and emerging technologies that hold promise of improving instructional programs, freeing teachers from non-instructional responsibilities, or enhancing the depth and breadth of educational opportunities available to students.**

Rationale:

Many emerging technologies -- for example, computer-supported, interactive automated teaching systems, cable television, communication satellites--hold promise for drastically altering our ability to deliver appropriate instructional programs to students. Students in remote areas or in small schools may gain access to advanced courses not otherwise available to them. Teachers may be freed from routine recordkeeping functions to devote additional time to working with students. New techniques or instructional methods may be developed to teach existing subject matter in fields such as science, mathematics, or languages.

Although reseach concerning the effects and affects of emerging technologies is just beginning to emerge, it already is apparent that

automated interactive teaching systems can take over some instructional functions, thus reducing the need for highly skilled and trained professional personnel with the consequence that education may become a less labor-intensive industry. This will have profound implications for the supply and demand for teachers, the nature of teacher preparation programs, and the organization of schools and classrooms.

New technological developments should be monitored closely to assess their potential to improve teaching and learning. There is need for experimentation to determine how these emerging technologies can best be applied in schools. This is a responsibility that can best be assumed at the state level since few local school districts have either the resources or the skilled personnel needed to carry out this task. We can and must be prepared to apply to instructional practices and procedures in our schools the same new technologies that are reshaping practices and procedures in other human service agencies as well as in business and manufacturing.

Guidelines:

1. The State Superintendent should:

   a. Investigate and adapt or develop technology systems aimed at freeing teachers from non-instructional classroom activities such as taking roll, filling out forms, collecting money, etc., and

   b. Investigate and adapt or develop new learning center concepts incorporating automated, interactive self-instructional systems to provide instruction in an open entry system supportive of classroom instruction.

2. Federal, state, local, and private funds should be solicited for these research and development efforts.

J. **That provisions of the Wisconsin retirement system for teachers be improved so that they compare more favorably with the benefits provided in other states.**

Rationale:

The opportunity to participate in an actuarially sound retirement system which provides adequate income after retirement is one factor that may encourage good teachers to pursue a life-time career in teaching. A retirement system should not penalize heavily those teachers whose zest for teaching wanes rapidly in the last few years before they reach age 65. The Wisconsin Retirement System is regarded as fiscally secure, but the multiplier of 1.3 percent for each year of service is among the lowest provided by any state retirement system. Most public employee retirement plans provide normal retirement at age 62 or earlier; Wisconsin's normal age for the computation of retirement benefits is 65 and the actuarial discount applied to the

benefits of those who retire before reaching age 65 reduces their pension so severely that it constitutes a strong disincentive to earlier retirement.

Guidelines:

1. The benefit formula should be revised to provide a multiplier of at least 1.5 percent for each year of service.

2. The actuarial discount for early retirement should be reduced.

3. The normal age for the computation of retirement benefits should be reduced from 65 to 62 as soon as possible, and ultimately should be reduced to age 60.

IV. ADDITIONAL RECOMMENDATIONS TO IMPROVE TEACHING AND TEACHER EDUCATION

A. That the Department of Public Instruction seek support for experimental and pilot programs to develop and test alternative ways of improving the quality of education.

Rationale:

We have recommended various ways to improve the preparation of teachers as well as to provide incentives for teachers to improve their professional performance and to remain in teaching. We have not suggested that all of our recommendations can or should be implemented immediately. A prudent first step would be for the state to encourage and support experimental programs to try out on a voluntary basis some of the innovations we have recommended. Pilot tests should be conducted which experiment with various alternatives and provide models for the guidance of other school districts and the state. The subjects of experimentation might be induction programs for beginning teachers; cooperative arrangements among school districts, universities and colleges, and the Department of Public Instruction; career ladders for teachers; performance assessment of teachers; and merit pay and nonmonetary incentives for teachers. Such pilot programs could serve as "light house" demonstrations for other school districts, provide experimental models for future legislation, and serve as subjects for research.

Guidelines:

1. Pilot projects should be developed with the cooperation of school administrators, board members, teachers, the Department of Public Instruction, higher education institutions, and other interested citizens and community members.

2. Experimental programs and pilot tests should vary in design based on differences between school districts and the need to have a basis for comparison of possible alternatives. They should be comprehensive in scope and should model several alternative incentives for teachers.

3. Pilot projects should be funded jointly by the state and the school district involved. In addition, support should be sought from private sources and the federal government. An ideal arrangement might be 40 percent state, 40 percent private or federal, and 20 percent district funding for each pilot project.

B. **That statutory requirements and administrative rules governing (1) the elementary and secondary school curriculum and (2) teacher certification and licensure be scrutinized regularly to ensure they are relevant, important, and clearly related to the knowledge and skills required of students and teachers.**

Rationale:

The Task Force is concerned that the instructional time available to students not be squandered on unnecessary or trivial subjects mandated by the state. Most citizens regard the "Three R's"--reading, writing, and arithmetic -- as the heart of the school curriculum, at least in the elementary schools. The Wisconsin Statutes (118.01) mention these subjects as part of the "fundamental course," but they are much more explicit in other areas of the curriculum. Among the subjects in which instruction is required are physiology and hygiene, physical education, accident prevention, caring for animals and birds, fire prevention, morality, cooperatives and conservation, the food and health value of dairy products, citizenship, and family/consumer education. In addition, the Wisconsin Statutes (118.02) require that the following days shall be observed appropriately: September 28 (Frances Willard Day), October 9 (Leif Erickson Day), October 12, November 11, January 15 (Dr. Martin Luther King, Jr., Day), February 12, February 15 (Susan B. Anthony's birthday), February 22, April 13 (American Creed Day), last Friday in April (Arbor Day), and June 14 (Robert M. La Follette, Jr., Day). While these subjects and observances may be important, nevertheless, time spent on them is likely to be obtained at the expense of the basic subjects such as reading, science, or mathematics.

The rules of the Department of Public Instruction which set forth the requirements for teacher licensure (Wisconsin Administrative Code, Chapter PI 3) contain rather explicit requirements (in terms of college credits and courses) which must be met by applicants for a license to teach the various school subjects. These rules should be reviewed regularly to assure they remain germane to the knowledge and skills needed to teach successfully, and that they have not become outmoded as a result of technological change.

Guidelines:

1. The Wisconsin Legislature should define more explicitly the basic purpose and mission of the public schools of the state. The statutes at present convey the impression that special subjects and observances should take precedence over other activities -- including the basic academic subjects.

2. Attempts to institute additional laws or regulations governing the content of the curriculum should be scrutinized rigorously to ensure they are clearly relevant and complementary to instructional goals and that they do not infringe on the time allocated to the basic academic subjects.

3. The State Superintendent should examine existing rules and regulations and eliminate those that are found to be outmoded, irrelevant, or unnecessary.

4. The State Superintendent's Advisory Council for Teacher Education and Certification should play a vigorous role in reviewing existing certification requirements and identifying needed changes in the rules, requirements, or operating procedures of the Department of Public Instruction.

C. That the State Superintendent define and establish appropriate requirements for teacher licenses at the middle/junior high school level.

Rationale:

Students at the middle school/junior high school ages differ from elementary school and secondary school students in their needs and abilities. They are passing through a difficult period of physical and emotional adjustment as they make the transition from childhood to adolescence. Teachers who hold either an elementary or a secondary teaching license currently are eligible to teach in middle or junior high schools without additional preparation. We believe that teachers at this level should be thoroughly acquainted with the unique needs and attributes of middle/junior high school students. Their preparation should include course work and field experiences which prepare them to deal sensitively, yet firmly, with students in this age range.

Guidelines:

1. The State Superintendent should establish discrete licenses for elementary, middle/junior high school, and secondary school teachers and should establish by rule appropriate standards and criteria for such licenses.

D. That the Department of Public Instruction gather, maintain, and make available in timely fashion the data needed for sound policy decisions.

Rationale:

The Department of Public Instruction is the most logical agency to collect, categorize, maintain, and disseminate the information needed to inform citizens and policymakers. Unfortunately, reductions in the department's budget and staffing necessitated by the state's fiscal problems in recent years have impaired severely the ability of the department to provide timely data on various aspects of teaching and teacher education.

The Task Force often was unable to obtain up-to-date information on various aspects of its inquiry from sources within the Department of Public Instruction. This was the case, for example, with regard to information about programs of teacher education in the state, since thorough program reviews only are conducted at five-year intervals. Accurate, up-to-date information is needed for both oversight and policy formation purposes. Both the information to be gathered and the way that information is gathered and maintained should be considered carefully to avoid overburdening school districts and teacher preparation institutions.

Guidelines:

1. The State Superintendent should appoint a working committee comprised of information specialists, teacher educators, and local district personnel. The committee should make recommendations concerning the data which should regularly be collected, the methods to be employed in collecting the data, and the procedures to be employed in disseminating the data to citizens and policy-makers.

2. Procedures which permit data collection procedures to be automated and which facilitate electronic transmission of data should be used to the greatest extent possible.

3. Definitions should be standarized for purposes of data collection, analysis, and reporting. In the teacher preparation area, for example, a common definition of "liberal arts courses" is needed.

4. Information on enrollments in teacher preparation programs by teaching field, and on anticipated vacancies by teaching field, should be gathered annually. It should be possible, for example, to determine the number of students preparing to teach Chemistry and the number of Chemistry teachers needed to fill vancancies from data collected by the Department of Public Instruction.

E. **That parents recognize the important role they play in shaping the attitudes of their children and assume greater responsibility for the performance of their children and for the excellence of our schools.**

Rationale:

We would be remiss if we failed to acknowledge the key role parents play in the educational process. The efforts of competent, dedicated teachers and skilled administrators will be of little avail without the full cooperation and support of parents. We believe the National Commission on Excellence in Education stated the case accurately when it addressed the following admonition to parents:

As surely as you are your child's first and most influential teacher, your child's ideas about education and its significance begin with you. You must be a living example of what you expect your children to honor and emulate. Moreover, you bear a responsibility to participate actively in your child's education. You should encourage more diligent study and discourage satisfaction with mediocrity and the attitude that says "let it slide"; monitor your child's study; encourage good study habits; encourage your child to take more demanding rather than less demanding courses; nurture your child's curiosity, creativity, and confidence; and be an active participant in the work of the schools. Above all, exhibit a commitment to continued learning in your own life. Finally, help your children understand that excellence in education cannot be achieved without intellectual and moral integrity coupled with hard work and commitment. Children will look to their parents and teachers as models of such virtues. (A Nation At Risk, p. 35).

V. SUPPLY AND DEMAND FOR TEACHERS IN WISCONSIN

The Task Force was asked to investigate the outlook for supply and demand for teachers in Wisconsin through the balance of the current century. A complete report of the results of the investigation is included with the appendices to this report. The gist of the report is summarized in this section.

- The number of people engaged in public school teaching in Wisconsin decreased by over 6 percent between the 1978-79 and 1982-83 school years. During the same period, there was a decline of 11.5 percent in public school enrollment in grades K-12.

- The average age of Wisconsin's teaching force has been increasing steadily during the past 10 years, reaching 40.3 years of age in 1982-83. The decrease in the number of teachers below the age of 25 is striking. In 1972, 10.1 percent of the members of the State Teachers Retirement System were under the age of 25; by 1982, only 1.8 percent were under 25 years of age. Falling enrollments have resulted in relatively few new teachers being hired.

- The year 1960 marked the peak of the "baby boom" in Wisconsin with a total of 99,493 live births recorded. By 1973, the number of live births had dropped to 62,796, the lowest number recorded since World War II. Births have trended upward since that time, with 74,327 live births recorded in 1982. Since children born in 1982 will be entering kindergarten in 1987, it is evident that the decline in elementary school enrollment will be reversed in the foreeseable future.

- Two factors will converge to produce a growing demand for teachers in the late 1980s and early 1990s. First, more children will be attending school and second, the number of teacher retirements will increase as a result of the aging of the teaching force.

- The rate of attrition in the teaching profession is in the range of 5-8 percent annually. In addition to those who retire each year, teachers leave to accept jobs outside education; leave for marriage, pregnancy or family reasons; accept non-teaching positions in education; and leave for a variety of other reasons.

- Assuming that current pupil-teacher ratios are maintained and that the annual attrition rate will be 6 percent, Wisconsin will need approximately 15,200 new teachers in the period 1985-90; approximately 17,600 new teachers in the period 1990-95; and approximately 16,000 new teachers in the period 1995-2000.

- During the 1974-75 school year, 3,450 beginning teachers with no previous teaching experience were hired in Wisconsin public schools. The number of beginning teachers has declined steadily since that time reaching a low of 790 for the 1982-83 school year.

- Complete data concerning the number of students enrolled in teacher preparation programs in Wisconsin and their areas of specialization are not available. The total number of graduates of teacher preparation programs in Wisconsin colleges and universities was 2,927 in 1980-81 and 2,791 in 1981-82. Whether or not all of these graduates were eligible for a Wisconsin teaching license or were seeking teaching positions in Wisconsin is not known, although in recent years a substantial percentage of the students who receive a degree in education have no intention of seeking a teaching position.

- The excess in the supply of beginning teachers compared to the number of positions available in some teaching fields has permitted employing officials to be quite selective in hiring new teachers, but in the teaching fields where demand exceeds supply (e.g., science, mathematics, special education, etc.) their ability to be selective has been quite limited. As the demand for new teachers increases, it will increasingly be necessary to employ marginally qualified condidates rather than seeking the most highly qualified beginning teachers. Thus, it becomes increasingly important to do what we can to ensure that only well-qualified students enter and complete teacher preparation programs.

- Based on our projections of student enrollment and teacher attrition, Wisconsin will need an average of at least 3,000 new teachers per year during the period 1985-2000. Even if all students who complete teacher education programs in Wisconsin's colleges and universities were to accept teaching positions, the supply of teachers might fall somewhat short of the total demand. We can expect, however, that not all of the graduates will accept teaching positions and that the shortage of teachers which exists today in some areas of specialization will be exacerbated. Thus, it becomes increasingly important not only to create conditions which will cause a fair share of the best and brightest students in our colleges and universities to consider careers in teaching, but also to create incentives and conditions which will attract non-active teachers back into the profession. Implementation of the task force's recommendations should help ensure that the supply of competent teachers will be adequate to meet the demand.

VI. CONCLUDING COMMENTS

We wish to emphasize strongly that the recommendations we have put forward in this report are not "quick fixes." Few, if any, of them can be implemented immediately and in any event, the results may not be evident for several years. For example, even if the changes we have recommended to strengthen requirements for admission to and completion of teacher preparation programs were put in place by the fall of 1984, it would be at least 1988 before any graduates who met the new requirements would be available for teaching positions. The problems we have identified did not arise overnight. The actions we are recommending to correct them will not be accomplished quickly or easily and we do not expect to see striking results in the immediate future. Nevertheless, we are confident that adoption and implementation of our recommendations will, in the long run, markedly improve the quality of teachers in Wisconsin and with it the performance of the students in our elementary and secondary schools.

A Word About Implementation

This Task Force was appointed by the State Superintendent of Public Instruction and its recommendations are addressed primarily to public educational institutions. Our recommendations are not intended to disrupt constructive relationships which now exist between public and private schools and institutions of higher education and which are beneficial to the overall quality of education in Wisconsin. Neither do we believe that improvements in teacher education and teaching should be avoided because they might require change. The Task Force supports some flexibility in the implementation of its recommendations and assumes that, within constitutional limits, every effort will be made to avoid undue hardships for academic institutions which might result from adoption of its recommendations. However, we believe that adoption of our recommendations is vital to the continuation of quality education in Wisconsin's elementary and secondary schools and suggest that the thrust of the recommendations be pursued with vigor and dispatch by educational institutions at every level, whether public, private, or sectarian.

Some Unfinished Business

While this report and the recommendations it contains address important aspects of each of the questions posed by Dr. Grover in his charge, greater depth of inquiry in each area is possible--and probably desirable. Limitations of time and staffing required that we limit to some degree our inquiries into two of the six major questions we were asked to consider. Namely, "How do we assure rigor and quality

in teacher education?" and "What are the implications of emerging technology for the initial preparation and continuing professional development of teachers?"

The Task Force conducted ten separate research projects related to teacher preparation and devoted considerable time and energy to discussion of issues related to the education of teachers. In fact, six of our 31 recommendations deal with this topic. However, the Task Force did not conduct an in-depth audit of either the content or quality of courses offered prospective teachers at Wisconsin's colleges and universities, or of the qualifications of the educators who teach these courses. While we have no evidence (beyond the admonitions of a few individuals at public hearings) to indicate such an investigation is necessary, we believe that closer scrutiny of teacher education courses and instruction, and of the "approved program" process through which teacher education programs are certified by the Department of Public Instruction, is not unwarranted. One issue concerning teacher education which we chose not to address in our recommendations is that of program accreditation by external agencies or consortia such as the Wisconsin Consortium for the Improvement of Teacher Education. Accreditation of teacher education programs by external agencies such as the National Council for the Accreditation of Teacher Education (NCATE) is being debated nationally at the present time and is in a state of flux. The State Superintendent may wish to undertake a more detailed review of this issue in the future.

The implications of technology for teaching and teacher education is a second area which warrants continuing close scrutiny. Application of emerging technology to the tasks of teaching and learning may alter profoundly the role of the teacher with attendant implications for teacher preparation programs. Although we do not envision teachers being replaced by machines, we can envision scenarios in which teachers will increasingly be freed from routine, time-consuming tasks so that they can concentrate on interacting with learners to stimulate a spirit of inquiry and habits of critical, creative thinking. We emphasize again our earlier recommendation that the Department of Public Instruction exercise leadership in this area and that the State Superintendent monitor closely emerging technologies and assess their implications for improving teaching and learning in our elementary and secondary schools.